Collection 3.
Requirements

4 June 1974 | DCI/IC 74-0851 |

MEMORANDUM FOR :
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SUBJECT   :   Random Thoughts on Coordination
                      of Collection Disciplines

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1. Pursuant to last Friday's Staff meeting discussion,
[   ] and I have discussed the problem and come up with
a few thoughts.

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2. It has been suggested in several forums (including
[   ] discourse at the USIB Meeting of 30 May) that
there be a mechanism under the USIB to coordinate the applica-
bility of the various collection systems to a particular target.
The question has been raised as to the best means of acquiring
data; i.e. from HUMINT, SIGINT or Photography. How does the
community determine which system is best suited for collecting
specific information? In any particular situation a decision is
needed as to whether they are totally independent of one another,
redundant or mutually exclusive.

3. By the nature of the systems mentioned much information is
unique to the specific discipline. On the other hand, under tight
budgets, tasking of more than one discipline may not be cost effective.
Other than the moribund CCPC no mechanism exists to sort the
pieces. Even during its active days the CCPC approach tended to
be problem oriented and narrow in scope even though valuable in
specific cases.

4. One could argue that the KIQ/KEP innovation will provide the
answers to this question. On the other hand, the KIQs are also
narrow in their application and serve mainly to highlight those
program managers who believe their resources can be applied to the
satisfaction of the stated question or deficiency. But who determines
which program manager should proceed in collecting and reporting

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on the deficiency? The NIO structure currently is not geared to such technical determinations. The committees of USIB germane to this problem deal only in their own disciplines. While the committee system provides for inter-Committee and inter-Agency coordination it does not, for many reasons, work a good share of the time.

5. Currently, the SIGINT Committee is engaged in developing a SIGINT Requirements Mechanism to interface with NSA as the Program Manager. The proposed concept for this mechanism is in its early stages of development. It considers DCID 1/2 as a general starting point to translate requirements into SIGINT terms. Discussion of this proposal has indicated that the general nature of DCID 1/2 creates difficulties in the translation process. In addition questions have been raised as to the applicability of DCID 1/2 to the HUMINT and Photographic requirements mechanism. Here again the overall question of collection by requirements highlights the need for a coordinated approach to all disciplines.

6. There is precedent within the USIB structure for organizing appropriate chairmen of pertinent USIB committees to address cross discipline programs. This precedent could serve as a basis for a Collection Coordination Committee (CCC) to address the applicability of all collection disciplines to an intelligence requirement. Such a committee could be composed of the Chairmen of the Human Sources Committee, SIGINT and COMIREX, and be chaired by the D/DCI/NIO. The function of this committee would be to review and determine which collection discipline is best suited for a particular task. It may be that all three, SIGINT, HUMINT, and Photography will be required. On the other hand it may prove that only one will do the job. This committee should not in of itself develop requirements and/or priorities, but should apply those developed by other committees to cross discipline tasks. That is to say SIGINT, COMIREX and Human Sources Committees should continue to develop requirements and priorities. The Coordinating Committee on the other hand would, for example, determine that a particular subject justifies higher priority for Photo than for S I GINT. This Committee could also support IRAC on cross-program matters.

7. The complexity and breadth of the overall problem is so great that there is a real danger of developing a mechanism too unwieldy to do the job. Thus, some consideration should be given to having a "floating membership" for specific items, not dissimilar to [   ] de facto membership on USIB for certain agenda items. Thus Chairmen of other Committees, IC Division Chiefs and the NIO's might sit on the CCC for certain items as appropriate.

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8. In the past one problem with a Committee of Chairman has been that they are all CIA. This potential stumbling block may be avoided by the CCC with the D/DCI/NIO Chairmanship, the SIGINT Chairman's non CIA affiliation and the possibility of an HSC Chairmanship from outside the Agency.

9. The CCC concept provides the best available balance between having a Committee with the clout necessary to do this job and the expertise needed to do it right.

10. In our review we considered various approaches to this problem including a larger committee with representation from several USIB Committees. We discourage such an approach as unwieldy and unable to focus on the stated problems.

Executive Secretary, USIB/IRAC

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DCI/IC 74-083
3 June 1974

MEMORANDUM FOR:

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SUBJECT   :   Some Thoughts on How to Manage
                 Collection System Trade-Offs

1. In theory, and to a considerable extent in practice, the
SIGINT, COMIREX, and HUMINT Committees of USIB provide
coordinated requirements and collection guidance to NSA, the NRO,
and the HUMINT community respectively. What is perceived to be
lacking is a community mechanism to coordinate collection between
and among these three separate collection systems.

2. The ability of the DCI and program managers to make
rational judgments on SIGINT/Imagery/HUMINT trade-offs will
depend heavily on a more effective system of evaluation than now
exists but which, hopefully, will evolve from KEP. Thus, in my
view, whatever mechanism is developed to staff out such judgments
should be the same mechanism that makes the key judgments in the
KEP process. This points inevitably to the NIOs.

3. What will happen in practice is that each NIO, after an
accumulation of experience and knowledge based on the data pro-
duced by KEP, will say I need X amount of SIGINT, Y amount of
Imagery, and Z amount of HUMINT to meet the needs of my bailiwick.
George Carver will add up all the X's, Y's, and Z's and present the
totals separately to each appropriate USIB Committee. These will
be considered the highest priority, rock bottom requirements for
each collection system. The Committee will be responsible for
determining what additional requirements will have to be added to
meet "other" legitimate needs of customers. This process will
require brokering not only with the program managers of three
collection systems but also consultation among the three committee
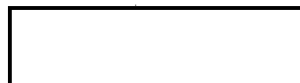chairmen and finally clearance through IRAC and USIB.

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4. It may be argued that the NIOs are not adequately staffed to assume this new function. In my view, it is inextricably bound up with the function they have already been assigned with respect to KEP. And it should take very few, if any, more people to do the former in addition to the latter.

5. The IC Staff, as now constituted, is not equipped to do this job. The essential ingredient, which only the NIOs are possessed of, is the capacity to make substantive judgments on what kinds of collection systems are producing the required types of intelligence to meet our highest priority needs. The IC Staff can, however, provide the resource cost data which will necessarily be required by the NIOs as an input to their substantive judgments.

6. A super-committee, consisting of the chairman of the three cognate committees, would not be in a position to make objective and independent judgments, although this might be a useful staff element under strong NIO guidance and direction as proposed in paragraph 3 above.

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IC Staff

cc: AD/DCI/IC
    D/MPRRG/IC